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ABSTRACT

This document discusses a proposed national articulation agreement among urban community colleges, historically Black colleges and universities (HBCUs), and Hispanic-serving institutions (HSIs) to increase minority degree attainment. In 1998, the percentages of African-American and Hispanic adults receiving a bachelor's degree were 18% and 17%, respectively. However, the percent of White adults with a bachelor's degree was 35%. There are many reasons for this difference in degree attainment, but the College Board report pinpoints five factors that are strongly associated with student educational outcomes: (1) economic circumstances; (2) the level of parents' education; (3) racial and ethnic discrimination; (4) the cultural attributes of the environment; and (5) the use of school resources. This paper discusses a new articulation agreement between City College of San Francisco (CCSF) and several prominent HBCUs, and proposes the establishment of a National Articulation Network to ease and promote transfer of African-American students and Hispanic students. The network would be a national course-to-course articulation agreement that would allow a student to transfer from anywhere in the country to an HBCU or HSI of his or her choice. Currently, CCSF is working with several organizations, including the American Association of Community Colleges, the United Negro College Fund, and the Hispanic Association of Colleges and Universities, to develop support and establish the network. (LD)

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Reaching into the Future: A New National Initiative

Establishing a Transfer Articulation Network between Urban Community Colleges and Both Historically Black Colleges and Universities and Hispanic Serving Institutions

City College of San Francisco

JC010524

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REACHING INTO THE FUTURE: A NEW NATIONAL INITIATIVE

Establishing a Transfer Articulation Network Between Urban Community Colleges and Both Historically Black Colleges and Universities and Hispanic Serving Institutions

ORGANIZATIONAL SPONSORS
Hispanic Association of Colleges and Universities
United Negro College Fund
American Association of Community Colleges
National Association for Equal Opportunity in Higher Education
American Council on Education
Council of the Great City Schools

COORDINATING INSTITUION:
City College of San Francisco

What need are we addressing?

It is well known that the level of education people achieve greatly affects the quality of life they will lead. The earning power of graduates is regularly reported by degree, as are public and private contributions. Without a college education, chances are slim that people will reach the income levels required to participate in society's many opportunities. Recognizing this, today's youth are attending college in record numbers. In fact, the percentage of high school graduates ages 18-24 enrolling in college rose 11.2% from 1972 to 1997.[1] However, a college education is still more accessible to some than others as the gap between white student and black or Hispanic student enrollment in higher education continues to widen. Without intervention, increasing numbers of African American and Hispanic youth will be left behind.

The fault line is established in high school as 91.6% of all white students between the ages of 20 and 24 complete high school compared to 80.5% of the 20 to 24 year old black students[2] and only 62.3% of the 20 to 24 year old Hispanic students. Thereafter, fewer black and Hispanic students enroll in college and the gap between white student and black or Hispanic student enrollment widens. In 1972, the gap between white high school graduates (age 18 to 24) and black 18 to 24 year old graduates was 5.4%. Twenty-five years later, the gap grew to a 7.1% difference.[3]

The differences continue in college. While the proportion of U.S. adults who have earned a bachelor's degree is up nearly 10% over the last three decades, the overall gap between the educational attainment levels of white, black, and Hispanic students has widened. In 1971, only 11.5% of African Americans and 10.5% of Hispanic adults (25-29 years) had completed a bachelor's degree compared to 23.1% for white students, representing a 12% difference in attainment of four-year degrees.[4] In 1998, while there were actual increases in the percentage of African American and Hispanic adults receiving a degree (17.9% and 16.5% respectively), it was not at the same rate of increase as their white counterparts. The percent of white adults with a bachelor's degree climbed to

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[1] The Condition of Education National Center for Education Statistics, U.S. Department of Education. March, 1999
[2] Data from U.S. Department of Commerce, Bureau of the Census: Table 1 "Educational Attainment of the Population 15 Years and Over, by Age, Sex, Race, and Hispanic Origin": March 2000.
[3] The Condition of Education National Center for Education Statistics, U.S. Department of Education. March, 1999
[4] Higher Education and National Affairs, "More Adults are Obtaining Postsecondary Education, NCES Data Show," *American Council on Education*, November 6, 2000.

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a level of 34.5%, widening the gap in African American and Hispanic student attainment of a bachelor's degree, compared to white student attainment, by 41%.[5] In one state, for example, after six years of enrollment, 35.7% of the white students had received a baccalaureate degree, while only 18.5% of blacks and 18.9% of Hispanics had received their degrees.[6]

There are many reasons underlying this low achievement, but the College Board report discusses five factors that are strongly associated with student educational outcomes, including economic circumstances; the level of parents' education; racial and ethnic prejudice and discrimination; the cultural attributes of the home, community, and school; and the quality, amount, and uses of school resources.[7] This combination of factors not only leads to lack of preparation but also often undermines the confidence of youth to believe that they can achieve.

The importance of attending college is acknowledged by all. A recent report on the expectations families have for their children to attend college showed that white, African American, and Hispanic families all believe in the importance of a college education.[8] Indeed, African American and Hispanic families believe more strongly than white parents that a college education is necessary for getting a good job.

While many African American and Hispanic students who dream of college may not be able to attend the highly selective colleges, large numbers do choose to continue their schooling through community colleges. In 1997, for example, community colleges served 655,000 African American students and 637,813 Hispanic students—more than any other segment of higher education.[9] Community colleges stand ready to accept any high school graduate and, if desired, work with those students so that they can transfer to a baccalaureate institution. Once prepared, over 22% of the community college students transfer to baccalaureate institutions, achieving equal persistence rates (70%) and performing better than native students at the receiving baccalaureate institution. Thus, not only can students qualify to enter college, they can also afford to attend, since community colleges typically cost less to attend than baccalaureate institutions. Most large urban areas have local community colleges so that students cannot only save money on fees, they can avoid all the costs of living away from home. And once transferred, they have an increased likelihood of success.

Background

In the Fall of 1999, an historic articulation agreement[10] was developed between City College of San Francisco and 15 Historically Black Colleges and Universities (HBCUs). The HBCUs are a network of more than 100 public and private higher education institutions that graduate hundreds of black scholars, lawyers, doctors, business people, and educators each year. To make the agreements

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[5] Ibid.
[6] Texas Higher Education Coordinating Board, "Report of the Task Force on Retention and Graduation," April 15, 1998.
[7] Ibid.
[8] Immerwhar, John and Foleno, Tony. Great Expectations: How the Public and Parents—White, African American and Hispanic—View Higher Education. National Center for Public Policy and Higher Education, Public Agenda, Consortium for Policy Research in Education, National Center for Postsecondary Improvement. May 2000.
[9] Status Report on Minorities in Education, 1999-2000, Deborah J. Wilds. *National Association for Equal Opportunity Research Institute. Annual Fall Enrollment Surveys, 1987-1997*
[10] Articulation agreements provide an effective and orderly process for students who transfer between institutions so that credits and classes are accepted by the institution to which students transfer.

official, representatives from 15 HBCUs traveled to San Francisco to attend a signing ceremony at City Hall, hosted by San Francisco Mayor Willie L. Brown, Jr., in celebration of these new agreements. Howard University, Florida A&M, Morris Brown, Spelman, and Morehouse were among the historic four-year schools in attendance. Significantly, given the level of success and interest on behalf of all parties to pursue this type of partnership, the Chancellor of City College and selected Presidents of the HBCUs felt that expanding the initial network to a larger group of participating urban-based community colleges and other HBCUs had the potential of addressing issues related to access, retention, and attainment of four-year degrees on a national scale for African-American students.

For years, the HBCUs in this country have played a key role in reaching out and educating African Americans. Morehouse, for example, graduates 500 African American males each year, more than any other college and/or university in the country. By providing their students with the necessary funding and support, Morehouse, like the other HBCUs, has created an environment where African American students are succeeding in droves. On the other hand, America's community colleges enroll more African American students than the HBCUs. They have long been recognized for their strong institutional commitment to providing academic and student support services for student success. While linking these two systems, community colleges and HBCUs, seems like an obvious idea, there has never before been any systemic connection.

More recently, talks have been held with the leadership of the Hispanic Association of Colleges and Universities (HACU). HACU is all too familiar with the issues. "While the Latino community has been growing by leaps and bounds over the past decades and will continue to grow in the next 50 years, there has been a very small, gradual, incremental response to the educational needs of its burgeoning population."[11] Given that the Hispanic student population in public school has increased from six to 15 percent, and that the Hispanic drop-out rate is about 30 percent nationally, it is obvious why the Latino community sees education as their number one concern.[12] By 2015 one in six undergraduates on college campuses will be Hispanic—the largest college-going minority.[13] Yet analysis by the Educational Testing Service predicts that there will still be a huge deficit between enrollment in college by Hispanic students in relation to Hispanic population numbers.

What do we propose to do?

What is being proposed is the establishment of a National Articulation Network between the Historically Black Colleges and Universities (HBCU), the network of Hispanic Speaking Institutions (HSIs), and urban-based community colleges to facilitate and expand access to baccalaureate degrees for Associate of Arts students. By joining together, this partnership can provide an **alternate path** for African American and Hispanic students to access the HBCU and the HSI network. In so doing, it also helps fill the void of African American and Hispanic students in upper-division programs.

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[11] Antonio Flores, president of HACU as quoted in the article, "Hispanic Coalition on the Move Politically" by Michelle Adam, "The Hispanic Outlook in Higher Education," February 12, 2001; Volume 11, Number 9.
[12] Ibid.
[13] Carnevale, Anthony and Fry, Richard A. Crossing the Great Divide: Can We Achieve Equity When Generation Y Goes to College?, Educational Testing Service, Princeton New Jersey, 2000.

It is important to note that the focus of interest here is not necessarily on those minority students who already excel in the classroom and for whom the door of opportunity will be open. The particular group targeted is that group that has generally been known as the **"neglected majority,"**[14] within which there is a disproportionate and concentrated level of minority student representation. It is within this larger population that many African Americans and Latino students do not always perceive themselves as having opportunities and whose motivation for advancement beyond high school is limited as a result of historical barriers and self-imposed expectations. Clearly, if an initiative such as this can provide these students not only with new hope, but also with a support system to enhance their mobility, then it follows that more students will enroll in the nation's community colleges and advance to a four-year program of their choice within the HBCU and HSI network.

Planning efforts to date

With the support and involvement of the federal Department of Education through the Office of former Community College Liaison, Dr. Jackie Woods, and the White House Initiative on HBCUs, formerly headed by Dr. Catherine LeBlanc, City College of San Francisco organized a planning meeting last April, in conjunction with the annual AACC convention in Washington D.C., which brought together more than 75 people, including college presidents, chancellors, board members, provosts, government representatives, and admissions officers to discuss this proposed national network. Although it was recognized that there are currently articulation agreements in effect between individual community colleges and HBCUs, there has never before been an effort to create a national alliance to focus attention on these issues. **The intent would be to develop a national articulation network so that students from any participating community college could easily transfer to an HBCU of their choice and pursue their baccalaureate degree studies**. Such a boilerplate agreement would enable students to transfer across state borders to the HBCU of their choice. Similar discussions have taken place with the leadership of the Hispanic Association of Colleges and Universities (HACU) regarding the possibility of developing a similar effort between HSIs and community colleges.

A follow up retreat was hosted by the Dallas County Community College District in Dallas, TX in November, where participants focused on four areas of concentration related to realizing the goal of establishing a transfer network. The four areas are as follows: 1) development of the academic model for transfer; 2) exploration of web-based technology applications for potential utilization; 3) development of an appropriate research model; and 4) exploration of resource development opportunities.

Academic Model

The complexity of creating a national course-to-course articulation agreement will take time and energy on the part of a number of institutions. It was suggested that an overall matrix of general education courses be generated using course catalogs from each of the participating institutions for review by a committee of Academic Officers. While the task may seem daunting, some states have developed articulation systems that are working, e.g. an agreement between the Independent Colleges and Universities of Florida and the Florida Community College System.

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[14] Parnell, Dale, *The Neglected Majority*, Jossey-Bass, 1985.

Developing joint admissions agreements between high schools, community colleges, and senior colleges as a way of motivating and guiding students into the network was also discussed. This would allow for an affordable package in a stepping stone approach that might act as an incentive for students. Also, students who apply directly to an HBCU or an HSI but who are not fully prepared might be referred to neighboring community colleges that can provide remediation and developmental support to better prepare them for senior-level coursework. Regardless of the starting point, any boilerplate agreement should also integrate critical student elements like financial aid.

Web-based Technology Applications

Participants encouraged the development of an HBCU/HSI-Community College National Transfer Network utilizing web-based technology to support the concept of linking additional services to the boilerplate agreements. The web-based Course Transfer System (CTS) is the foundation component of the National Articulation Network. The CTS application, to be hosted on a central server, will enable college students as well as high school students along with counselors and advisors to determine the transfer applicability of college courses between community college curricula and HBCU upper-level programs of study. CTS will be developed by Rsmart, Inc., from the architecture of an application called Course Applicability System (CAS) created by them for Miami University in 1997, with numerous additional features and a substantial increase in scalability and scope. CTS will transcend CAS with its ease of accessibility and use by students, its portal design, including linkages to testing and career exploration, its functional enhancements including portfolio development and adaptive learning opportunities, and its student tracking capabilities. CTS will be a powerful tool for successful transfer evaluations and improved student goal achievement. This "one-stop-shop" would provide a user-friendly advising tool for students, counselors, and administrators with links to individual college sites. On-line "chat room" opportunities for faculty and students from all these sectors (K-16), counselors and administrators to discuss program planning, student services, career development services, and articulation/transfer issues are also possible. And electronic bulletin boards would provide access resident opportunities, as well as programs and activities.

Research

It was strongly recommended that a research model be developed to ensure appropriate tracking of students from the community colleges to the HBCUs/HSIs. By monitoring student progress and documenting their achievement, persistence, degree completion, and placement, the network could attain accountability while providing insight into minority student development. Such a research agenda could provide some interesting investigative projects for HBCU/HSI graduate students.

Resource Development

It is clear that the many projects discussed will require resources to accomplish them. Funds are needed both to create the network, operationalizing the activities identified above, and establish the information/services for students and their respective institutions. It was felt that the network would strengthen the voice of the institutions to legislators and prospective contributors whose support will be necessary in order to sustain the effort.

Where are we today?

Acting on one of the key suggestions raised at the Dallas Retreat last November, City College of San Francisco coordinated a meeting of leaders of the parent organizations for community colleges and HBCUs. The purpose of the meeting was to gain their pledge of support for the initiative, increase awareness of the program's objectives, and enhance funding opportunities to get the project off the ground. The presidents of the American Association of Community Colleges (AACC), National Association for Equal Opportunity in Higher Education (NAFEO), United Negro College Fund (UNCF), and the American Council on Education (ACE) unanimously agreed to pledge their support for the program and will participate in a formal signing ceremony and press conference currently scheduled for March 15,2001, at Howard University.

As a follow up to the Dallas planning retreat, discussions and efforts have also moved ahead on the issue of utilizing the web to accomplish these program objectives. Representatives from some of the participating institutions of the Network have been working directly with Mr. John Robinson, one of the leading technology visionaries in the country. Mr. Robinson helped develop the Course Applicability System (CAS), which is currently used by more than 200 colleges and universities around the country for the purpose of facilitating educational planning and transfer articulation. He has pledged his strong interest in the initiative and his technology team will play a key role in the development of the National Articulation Network.

In addition, Dr. Michael D. Casserly, Executive Director of the Council of the Great City Schools (CGCS), has recently expressed keen interest in the Network and wants to have his organization serve as a linkage with the large urban-based school districts (K-12) throughout the U.S. Given the fact that the Network was always intended to provide "connectivity" between four-year colleges, two-year colleges, and the K-12 sector, having the Council express its support for this historic initiative sends a great message to our K-12 counterparts.

What are our most pressing resource needs?

City College of San Francisco is working directly with the American Association of Community Colleges (AACC), the National Association for Equal Opportunity in Higher Education (NAFEO), the United Negro College Fund (UNCF), the American Council on Education (ACE), and, most recently, the Hispanic Association of Colleges and Universities (HACU) to develop a formal agreement to support and establish the transfer network. The extensive planning efforts (meetings, workshops, and communications) have been underwritten to date by the participating institutions. Funds will be needed to support the formal planning, development, and implementation efforts of the Transfer Articulation Network over a minimum of three years. It is expected that once the system is operationalized, the participating institutions will be able to sustain the program through ongoing fee assessment. Anticipated costs for the first three years are between $5-6 million. These funds would support:

- Development of specifications for the Network;
- Expanded involvement by faculty, department chairs, and deans in planning discussions on lower- and upper-division instructional issues;

- Joint planning efforts of transfer advising and counseling staffs of HBCUs, HSIs, community colleges, and high school populations;
- Development, testing, and piloting of web-based applications for the Network;
- Overall planning, management, and evaluation activity between and among sectors;
- Project management, leadership, and marketing of the Network.

What will be the results?

One of the bottom-line recommendations of the College Board's study on minority high achievement is that national networks need to be developed as a key strategy to help improve minority educational attainment levels. The proposed partnership between community colleges HBCUs and HSIs specifically addresses that recommendation. This is the first time in the history of these segments that a formal program of collaboration directed towards a common agenda/goal has been seriously initiated. If our urban community colleges can work closely with this same network of colleges to tailor a program that will prepare students on the front-end for success once they transfer, then these HBCUs and HSIs, with the necessary experience and resources to foster African American/Hispanic achievement, can take over once our transfer graduates arrive on their doorsteps.

This program effectively targets the students who don't have immediate access to the HBCUs or HSI as college freshmen by establishing agreements where any student who attends one of the participating community colleges and completes the requirements with the appropriate grade point average will have automatic admission to one of the HBCUs. If every urban community college increased their African American and Hispanic transfer rate by 3%, they would make a significant difference in the number of these students represented in the upper-division enrollment of the HBCUs and HSIs. As a result, the network would contribute significantly to the goal of increased minority representation among higher education graduates. The initiative would give both high school and community college students an important goal to work toward knowing that they can continue on to a four-year HBCU or HSI, and it will assist them in developing the confidence they need both in their abilities and in the system to achieve their dreams.

Version 031201

Joint Agreement Text

Cooperative Agreement

Between

The United Negro College Fund (UNCF)
American Association of Community Colleges (AACC)
National Association for Equal Opportunity in Higher Education (NAFEO)
American Council on Education (ACE)
Council of the Great City Schools (CGCS)
Hispanic Association of Colleges and Universities (HACU)

Background Information:

In the Fall of 1999, an articulation agreement was developed between City College of San Francisco and 15 Historically Black Colleges and Universities (HBCUs). Given the level of success and interest on behalf of all parties to pursue this type of partnership, the Chancellor of City College of San Francisco and representatives from 15 HBCU "partners" came to the conclusion that expanding the initial bilateral agreements to a larger group of participating urban-based community colleges and additional HBCUs had the potential of addressing issues related to access, retention, and attainment of four-year degrees on a national scale for African-American students. Recognizing that Hispanic/Latino students face many of the same obstacles in higher education, the initiative is being expanded to include Hispanic Serving Institutions (HSIs).

The focus of interest would not necessarily be on those minority students who already excel in the classroom and for whom the door of opportunity will be open. The particular group that is being targeted is that group that has generally been known as the "neglected majority," within which there is a disproportionate and concentrated level of minority student representation. It is within this larger population that many African-American and Hispanic students do not always perceive themselves as having opportunities and whose motivation for advancement beyond high school is limited as a result of historical barriers and self-imposed expectations. Clearly, if an initiative such as this can provide these students not only with new hope, but also with a

support system to enhance their mobility, then it follows that more students will enroll in our nation's community colleges and advance to a four-year program of their choice within the HBCU and HSI network.

In order to generate the federal, state, and private dollars necessary to plan and implement the National Articulation and Transfer Network (NATN), the participating institutions felt that this effort would need to be recognized and endorsed by their parent organizations, including the United Negro College Fund (UNCF), American Association of Community Colleges (AACC), the National Association for Equal Opportunity in Higher Education (NAFEO), the American Council on Education (ACE), the Council of the Great City Schools (CGCS), and the Hispanic Association of Colleges and Universities (HACU). Therefore, the following is offered by our respective national organizations as a statement of agreement and support to move forward to establish such a network to benefit current and prospective students of these participating institutions.

Recommendations:

Whereas, the level of education people achieve greatly affects the quality of life they will lead; and

Whereas, without a college education, chances are significantly reduced that people will reach the income levels and economic empowerment required to participate in society's many opportunities; and

Whereas, a college education is still more accessible to some than others as the gap between white student and black and Hispanic student enrollment in higher education continues to widen; and

Whereas, without intervention, increasing numbers of African-American and Hispanic youth will be left behind; and

Whereas, and despite a variety of creative efforts to systemically address the issues of inequity

in educational attainment, the gaps between white students and African-American and Hispanic students not only persists, but has widened; and

Whereas, the signatories of this agreement also believe that similar problems exist for Hispanic/Latino students and that the National Articulation and Transfer Network (NATN) should be expanded to include Hispanic Serving Institutions through the parent organization, the Hispanic Association of Colleges and Universities (HACU);

Therefore Be It Resolved: that the national leaders of the American Association of Community Colleges (AACC), the American Council on Education (ACE), the National Association for Equal Opportunity in Higher Education (NAFEO), the United Negro College Fund (UNCF), the Council of the Great City Schools (CGCS), and the Hispanic Association of Colleges and Universities (HACU) support the development of a National Articulation and Transfer Network (NATN) between urban-based community colleges, Historically Black Colleges and Universities, and Hispanic Serving Institutions, and agree to play a supportive and leading role in establishing such an initiative.

Originators:

Dr. George R. Boggs, President
American Association of Community Colleges (AACC)

Dr. Michael D. Casserly, Executive Director
Council of the Great City Schools (CGCS)

Dr. Philip R. Day, Jr., Chancellor
City College of San Francisco (CCSF)

The Honorable William H. Gray, III, President/CEO
United Negro College Fund (UNCF)

Dr. Stanley O. Ikenberry, President
American Council on Education (ACE)

Dr. Henry Ponder, President/CEO
National Association for Equal Opportunity in Higher Education (NAFEO)

Joint Agreement Text

H. Patrick Swygert, President
Howard University

Dr. Antonio Flores, President/CEO
Hispanic Association of Colleges and Universities (HACU)

Cooperative Agreement

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Whereas, and despite a variety of creative efforts to systemically address the issues of inequity in educational attainment, the gaps between white students and African-American and Hispanic students not only persists, but has widened; and

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Originators:

Dr. George R. Boggs, President — March 15, 2001
American Association of Community Colleges (AACC)

Dr. Stanley O. Ikenberry, President — March 15, 2001
American Council on Education (ACE)

Dr. Michael D. Casserly, Executive Director — March 15, 2001
Council of the Great City Schools (CGCS)

Dr. Harry Pamler, President/CEO — March 15, 2001
National Association for Equal Opportunity in Higher Education (NAFEO)

Dr. Philip R. Day, Jr. Chancellor — March 15, 2001
City College of San Francisco (CCSF)

H. Patrick Swygert, President — March 15, 2001
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The Honorable William H. Gray, III, President/CEO — March 15, 2001
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Dr. Antonio Flores, President/CEO — April 3, 2001
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